

Commonwealth of Massachusetts
DEPARTMENT OF HOUSING &
COMMUNITY DEVELOPMENT

Mitt Romney, Governor ♦ Kerry Healey, Lt. Governor ♦ Jane Wallis Gumble, Director

COMMONWEALTH OF MASSACHUSETTS
COMMUNITY SERVICES BLOCK GRANT (CSBG)

STATE PLAN AND APPLICATION
FEDERAL FISCAL YEARS
2007 – 2008

ADMINISTERED
BY
COMMUNITY SERVICES UNIT
DIVISION OF COMMUNITY SERVICES

FUNDED BY
THE U.S. DEPARTMENT HEALTH AND HUMAN SERVICES

SEPTEMBER 2006

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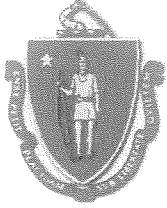
FISCAL YEAR 2007 – 2008 CSBG STATE PLAN

I. Federal Fiscal Year covered by this State Plan and Application

The Commonwealth's FY 2007-2008 Community Services Block Grant State Plan describes how the Community Services Block Grant (CSBG) program operates within Massachusetts. The Plan describes how the state collects and analyzes client information, outcomes, and assists in determining local service delivery, program needs, and priorities.

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II. Letter of Transmittal (see next page)



Commonwealth of Massachusetts
**DEPARTMENT OF HOUSING &
COMMUNITY DEVELOPMENT**

Mitt Romney, Governor ♦ Kerry Healey, Lt. Governor ♦ Jane Wallis Gumble, Director

August 30, 2006

Ms. Josephine B. Robinson
Director
Office of Community Services
Administration for Children and Families
U.S. Department of Health and Human Services
370 L'Enfant Promenade S.W.
Washington, D.C. 20447

**RE: FISCAL YEARS 2007 - 2008 COMMUNITY SERVICES BLOCK GRANT (CSBG) STATE
PLAN AND APPLICATION**

Dear Ms. Robinson:

Enclosed are the original and one copy of the Commonwealth of Massachusetts FY 2007 - 2008 Community Services Block Grant (CSBG) State Plan and Application describing how the Department of Housing and Community Development will administer the CSBG program during Fiscal Years 2007 - 2008

We look forward to working with your office in the coming fiscal years. If additional information is desired, please do not hesitate to contact DHCD at (617) 573 - 1400.

Sincerely,

A handwritten signature in black ink, appearing to read "Jane Wallis Gumble".

Jane Wallis Gumble
Director

JWG/AR

Enclosures

III. EXECUTIVE SUMMARY

A. CSBG State Legislation

Authorizing State Statute

The Massachusetts Economic Opportunity Act of 1984, as amended, by M.G.L. c. 23B sec. 24.

Prior to the enactment of Chapter 204 of the Acts of 1996, the Department of Housing and Community Development (DHCD) was known as the Executive Office of Communities and Development (EOCD).

The Massachusetts State Legislature enacted "The Economic Opportunity Act" for low income citizens of the Commonwealth of Massachusetts.

Consistent with the Community Services Block Grant Act, [Public Law 97-35, Section 672 et seq. as amended 42 USC. Sec. 9901 et seq.], the Commonwealth of Massachusetts Economic Opportunity Act provides:

- A. A definition of terms used for programs operated by the Commonwealth of Massachusetts, e.g., Community Action Agency, Community Services Block Grant, Density of Poverty . . . ;
- B. A description of the requirements for a community action agency board of directors and the qualifications which must be met in order for an organization to be recognized as a community action agency;
- C. A description of the contractual relationship between the state and community action agencies, including the Director of DHCD, authority to promulgate regulations governing the use of funds, community action agency performance criteria, and the de-designation procedure;
- D. the process by which a community action agency may be designated to serve an unserved area;
- E. A description of how Community Services Block Grant funds will be distributed with 90% for community action agencies, five percent (5%) for discretionary Special Projects, and 5% for the Department grant administration expenses; and

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- F. A description of the Director's authority, subject to appropriation, to disburse additional funds, and for community action agencies to obtain funds other than those distributed by the Director of DHCD.

B. Designation of Lead Agency to Administer the CSBG Program

In accordance with Section 676(a)(1) of the Community Services Block Grant Act, as amended (P.L. 105-285), the Governor of the Commonwealth of Massachusetts has designated the Department of Housing and Community Development (DHCD) as the lead administering agency of the Community Services Block Grant (CSBG), including the Community Food and Nutrition Program (CFNP). Jane Wallis Gumble, as Director of DHCD, is authorized to sign federal assurances and all other documents pertaining to the CSBG.

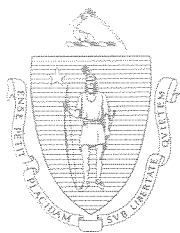
The State office to receive the CSBG award notices is:

Jane Wallis Gumble
Director
Massachusetts Department of Housing and Community Development
100 Cambridge Street, Suite 300
Boston, MA 02114
Office: (617) 573-1100
Fax: (617) 573-1460
E-mail: Jane.gumble@state.ma.us

The contact person for CSBG program issues is:

Theresa Brewer
Director of Community Services Programs
Division of Community Services
Massachusetts Department of Housing and Community Development
100 Cambridge Street, Suite 300
Boston, MA 02114
Office: (617) 573-1400
Fax: (617) 573-1460
E-mail: theresa.brewer@state.ma.us

Employer Identification Number: 1-046002284-L3



THE COMMONWEALTH OF MASSACHUSETTS
EXECUTIVE DEPARTMENT

STATE HOUSE • BOSTON 02133

(617) 725-4000

MITT ROMNEY
GOVERNOR

KERRY HEALEY
LIEUTENANT GOVERNOR

July 20, 2006

Ms. Josephine B. Robinson
Director
Office of Community Services
Administration for Children and Families
U.S. Department of Health and Human Services
370 L'Enfant Promenade, S.W.
Washington, D.C. 20447

Dear Ms. Robinson:

In accordance with Section 9908(a)(1) of the Community Services Block Grant Act, as most recently amended (42 U.S.C. Section 9901 et seq.), I hereby designate the Department of Housing and Community Development (DHCD) to act as the lead agency for the administration of the Community Services Block Grant. Jane Wallis Gumble, as the Director of DHCD, is authorized to sign federal assurances and all other documents pertaining to the Community Services Block Grant.

Sincerely,

A handwritten signature in dark ink, appearing to read "Mitt Romney".

Mitt Romney

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C. Public Hearing Requirements

1. Public Hearing [42 USC 9908 (a) (2) (B)]

The DHCD provided written notification (see appendices) to CAAs and other appropriate entities announcing the DHCD's intention to hold a Public Hearing on the proposed FY 2007-2008 CSBG Consolidated State Plan. Notification of the public hearing date, time and location was posted on DHCD's website.

A Public Hearing on the Plan was convened at 10:00 AM on August 1, 2006 at DHCD, 100 Cambridge Street, 2nd Floor, Boston, MA 02114.

Testimony and written comments received were considered in the development of the final CSBG State Plan.

2. Legislative Hearing [42 USC 9908 (a) (3)]

In 2003, the Massachusetts Joint Legislative Committee on Federal Financial Assistance elected not to hold a Public Hearing at that time. However, a Legislative Hearing was convened by the Joint Legislative Committee on December 9, 2004 (see Appendices).

3. Public Inspection of State Plan [42 USC 9908 (e)]

The DHCD encourages public participation in the development of services and activities covered by this Plan, including the opportunity to review, and/or submit written comments. The draft plan was available for public inspection in July 2006.

In order to facilitate this requirement, the proposed plan was available on the DHCD website.

IV. STATEMENT OF FEDERAL AND CSBG ASSURANCES

As part of the annual or bi-annual application and plan required by Section 676 of the Community Services Block Grant Act as amended, (42 U.S.C. 9901 et seq.) (The Act), DHCD acting as the lead agency for the administration of the CSBG hereby agrees to the Assurances in Section 676 of the Act.

A. Programmatic Assurances

(1) Funds made available through this grant or allotment will be used:

- (a) To support activities that are designed to assist low income families and individuals, including families and individuals receiving assistance under part A of title IV of the Social Security Act (42 U.S.C. 601 et seq.), homeless families and individuals, migrant or seasonal farmworkers, and elderly low income individuals and families to enable the families and individuals to:
 - (i) remove obstacles and solve problems that block the achievement of self-sufficiency (including self-sufficiency for families and individuals who are attempting to transition off a State program carried out under part A of title IV of the Social Security Act);
 - (ii) secure and retain meaningful employment;
 - (iii) attain an adequate education, with particular attention toward improving literacy skills of low income families in the communities involved, which may include carrying out family literacy initiatives;
 - (iv) make better use of available income;
 - (v) obtain and maintain adequate housing and a suitable living environment;
 - (vi) obtain emergency assistance through loans, grants, or other means to meet immediate and urgent family and individual needs; and
 - (vii) achieve greater participation in the affairs of the communities involved, including the development of public and private grassroots partnerships with local law enforcement agencies, local housing authorities, private foundations, and other public and private partners to document best practices based on successful grassroots intervention in urban areas, to develop methodologies for widespread replication; and strengthen and

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improve relationships with local law enforcement agencies, which may include participation in activities such as neighborhood or community policing efforts;

- (b) To address the needs of youth in low income communities through youth development programs that support the primary role of the family, give priority to the prevention of youth problems and crime, and promote increased community coordination and collaboration in meeting the needs of youth, and support development and expansion of innovative community-based youth development programs that have demonstrated success in preventing or reducing youth crime, such as programs for the establishment of violence-free zones that would involve youth development and intervention models (such as models involving youth mediation, youth mentoring, life skills training, job creation, and entrepreneurship programs); and after school child care programs; and
 - (c) To make more effective use of, and to coordinate with, other programs (including State welfare reform efforts). [‘676(b)(1)]
- (2) To describe how the State intends to use discretionary funds made available from the remainder of the grant or allotment described in Section 675C(b) of the Act in accordance with the Community Services Block Grant program, including a description of how the State will support innovative community and neighborhood-based initiatives related to the purposes of the Community Services Block Grant program. [‘676(b)(2)]
 - (3) To provide information provided by eligible entities in the State, including:
 - (a) a description of the service delivery system, for services provided or coordinated with funds made available through grants made under Section 675C(a) of the Act, targeted to low income individuals and families in communities within the State;
 - (b) a description of how linkages will be developed to fill identified gaps in services, through the provision of information, referrals, case management, and follow-up consultations;
 - (c) a description of how funds made available through grants made under Section 675(a) will be coordinated with other public and private resources; and
 - (d) a description of how local entities will use the funds to support innovative community and neighborhood-based initiatives related to the purposes of the

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Community Services Block Grant, which may include fatherhood initiatives and other initiatives with the goal of strengthening families and encouraging effective parenting. [‘676(b)(3)]

- (4) To ensure that eligible entities in the State will provide, on an emergency basis, for the provision of such supplies and services, nutritious foods, and related services, as may be necessary to counteract conditions of starvation and malnutrition among low income individuals. [‘676(b)(4)]
- (5) That the State and the eligible entities in the State will coordinate, and establish linkages between, governmental and other social services programs to assure the effective delivery of such services to low income individuals and to avoid duplication of such services, and State and the eligible entities will coordinate the provision of employment and training activities in the State and in communities with entities providing activities through statewide and local workforce investment systems under the Workforce Investment Act of 1998. [‘676(b)(5)]
- (6) To ensure coordination between antipoverty programs in each community in the State, and ensure, where appropriate, that emergency energy crisis intervention programs under title XXVI (relating to low-income home energy assistance) are conducted in such communities. [‘676(b)(6)]
- (7) To permit and cooperate with Federal investigations undertaken in accordance with Section 678D of the Act. [‘676(b)(7)]
- (8) That any eligible entity in the State that received funding in the previous fiscal year through a Community Services Block Grant under the Community Services Block Grant program will not have its funding terminated under this subtitle, or reduced below the proportional share of funding the entity received in the previous fiscal year unless, after providing notice and an opportunity for a hearing on the record, the State determines that cause exists for such termination or such reduction, subject to review by the Secretary as provided in Section 678C(b) of the Act. [‘676(b)(8)]
- (9) That the State and eligible entities in the State will, to the maximum extent possible, coordinate programs with and form partnerships with other organizations serving low income residents of the communities and members of the groups served by the State, including religious organizations, charitable groups, and community organizations. [‘676(b)(9)]
- (10) To require each eligible entity in the State to establish procedures under which a low income individual, community organization, or religious organization, or

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representative of low income individuals that considers its organization, or low income individuals, to be inadequately represented on the board (or other mechanism) of the eligible entity to petition for adequate representation. [676(b)(10)]

- (11) To secure from each eligible entity in the State, as a condition to receipt of funding, a community action plan (which shall be submitted to the Secretary, at the request of the Secretary, with the State plan) that includes a community--needs assessment for the community served, which may be coordinated with community-needs assessments conducted for other programs. [676(b)(11)]
- (12) That the State and all eligible entities in the State will, not later than fiscal year 2001, participate in the Results Oriented Management and Accountability System, another performance measure system for which the Secretary facilitated development pursuant to Section 678E(b) of the Act. [676(b)(12)]
- (13) To provide information describing how the State will carry out these assurances. [676(b)(13)] (This is the Narrative CSBG State Plan)

B. Administrative Assurances

The State further agrees to the following, as required under the Act:

- (1) To submit an application to the Secretary containing information and provisions that describe the programs for which assistance is sought under the Community Services Block Grant program prepared in accordance with and containing the information described in Section 676 of the Act. [675A(b)]
- (2) To use not less than 90 percent of the funds made available to the State by the Secretary under Section 675A or 675B of the Act to make grants to eligible entities for the stated purposes of the Community Services Block Grant program and to make such funds available to eligible entities for obligation during the fiscal year and the succeeding fiscal year, subject to the provisions regarding recapture and redistribution of unobligated funds outlined below. [675C(a)(1) and (2)]
- (3) In the event that the State elects to recapture and redistribute funds to an eligible entity through a grant made under Section 675C(a)(1) when unobligated funds exceed 20 percent of the amount so distributed to such eligible entity for such fiscal year, the State agrees to redistribute recaptured funds to an eligible entity, or require the original recipient of the funds to redistribute the funds to private, nonprofit organization, located within the community served by the original

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recipient of the funds, for activities consistent with the purposes of the Community Services Block Grant program. [‘675C(a)(3)]*

- (4) To spend no more than the greater of \$55,000 or 5 percent of its grant received under Section 675A or the State allotment received under Section 675B for administrative expenses, including monitoring activities. [‘675C(b)(2)]
- (5) In states with a charity tax credit in effect under state law, the State agrees to comply with the requirements and limitations specified in Section 675(c) regarding use of funds for statewide activities to provide charity tax credits to qualified charities whose predominant activity is the provision of direct services within the United States to individuals and families whose annual incomes generally do not exceed 185 percent of the poverty line in order to prevent or alleviate poverty among such individuals and families. [‘675(c)]
- (6) That the lead agency will hold at least one hearing in the State with sufficient time and statewide distribution of notice of such hearing, to provide to the public an opportunity to comment on the proposed use and distribution of funds to be provided through the grant or allotment under Section 675A or ‘675B for the period covered by the State plan. [‘676(a)(2)(B)]
- (7) That the chief executive officer of the State will designate, an appropriate State agency for purposes of carrying out State Community Services Block Grant program activities. [‘676(a)(1)]
- (8) To hold at least one legislative hearing every three years in conjunction with the development of the State plan.[‘676(a)(3)]
- (9) To make available for the public inspection each plan or revised State plan in such a manner as will facilitate review of and comment on the plan. [‘676(e)(2)]
- (10) To conduct the following reviews of eligible entities:
 - (a) full on-site review of each such entity at least once during each three-year period;
 - (b) an on-site review of each newly designated entity immediately after the completion of the first year in which such entity receives funds through the Community Services Block Grant program;

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- (c) follow-up reviews including prompt return visits to eligible entities, and their programs, that fail to meet the goals, standards, and requirements established by the State; and
 - (d) other reviews as appropriate, including reviews of entities with programs that have had other Federal, State or local grants (other than assistance provided under the Community Services Block Grant program) terminated for cause. [678B(a)].
- (11) In the event that the State determines that an eligible entity fails to comply with the terms of an agreement or the State plan, to provide services under the Community Services Block Grant program or to meet appropriate standards, goals, and other requirements established by the State (including performance objectives), the State will comply with the requirements outlined in Section 678C of the Act, to:
- (a) inform the entity of the deficiency to be corrected;
 - (b) require the entity to correct the deficiency;
 - (c) offer training and technical assistance as appropriate to help correct the deficiency, and submit to the Secretary a report describing the training and technical assistance offered or stating the reasons for determining that training and technical assistance are not appropriate;
 - (d) at the discretion of the State, offer the eligible entity an opportunity to develop and implement, within 60 days after being informed of the deficiency, a quality improvement plan and to either approve the proposed plan or specify reasons why the proposed plan cannot be approved; and
 - (e) after providing adequate notice and an opportunity for a hearing, initiate proceedings to terminate the designation of or reduce the funding to the eligible entity unless the entity corrects the deficiency. [678(C)(a)]
- (12) To establish fiscal controls, procedures, audits and inspections, as required under Sections 6781D(a)(1) and 678D(a)(2) of the Act.
- (13) To repay to the United States amounts found not to have been expended in accordance with the Act, or the Secretary may offset such amounts against any other amount to which the State is or may become entitled under the Community Services Block Grant program. [678D(a)(3)]

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- (14) To participate, by October 1, 2001, and ensure that all-eligible entities in the State participate in the Results-Oriented Management and Accountability (ROMA) System ['678E(a)(1)].
- (15) To prepare and submit to the Secretary an annual report on the measured performance of the State and its eligible entities, as described under '678E(a)(2) of the Act.
- (16) To comply with the prohibition against use of Community Services Block Grant funds for the purchase or improvement of land, or the purchase, construction, or permanent improvement (other than low-cost residential weatherization or other energy-related home repairs) of any building or other facility, as described in Section 678F(a) of the Act.
- (17) To ensure that programs assisted by Community Services Block Grant funds shall not be carried out in a manner involving the use of program funds, the provision of services, or the employment or assignment of personnel in a manner supporting or resulting in the identification of such programs with any partisan or nonpartisan political activity or any political activity associated with a candidate, or contending faction or group, in an election for public or party office; any activity to provide voters or prospective voters with transportation to the polls or similar assistance with any such election, or any voter registration activity. ['678F(b)]
- (18) To ensure that no person shall, on the basis of race, color, national origin or sex be excluded from participation in, be denied the benefits of, or be subjected to discrimination under, any program or activity funded in whole or in part with Community Services Block Grant program funds. Any prohibition against discrimination on the basis of age under the Age Discrimination Act of 1975 (42 U.S.C. 6101 et seq.) or with respect to an otherwise qualified individual with a disability as provided in Section 504 of the Rehabilitation Act of 1973 (29 U.S.C. 12131 et seq.) shall also apply to any such program or activity. ['678F(c)]
- (19) Section 679. Operational Rule
 - “(a) Religious Organizations Included as Nongovernmental Providers.—For any program carried out by the Federal Government, or by a State or local government under this subtitle, the government shall consider, on the same basis as other non-governmental organizations, religious organizations to provide the assistance under the program, so long as the program is implemented in a manner consistent with the Establishment Clause of the first amendment of the Constitution. Neither the Federal Government nor a State or local government receiving funds under this subtitle shall discriminate against an organization that

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provides assistance under, or applies to provide assistance under, this subtitle, on the basis that the organization has a religious character.

(b) Religious Character and Independence

1. In General – A religious organization that provides assistance under a program described in subsection (a) shall retain its religious character and control over the definition, development, practice and expression of its religious beliefs.
2. Additional Safeguards – Neither the Federal Government nor a State or a local government shall require a religious organization –
 - A. to alter its form of internal governance, except (for purposes of administration of the community services block grant program) as provided in section 676B; or
 - B. to remove religious art, icons, scripture, or other symbols; in order to be eligible to provide assistance under a program described in subsection (a).
3. Employment practices – A religious organization's exemption provided under section 702 of the Civil Rights Act of 1964 (42 U.S.C. 2000e-1) regarding employment practices shall not be affected by its participation in, or receipt of funds from, program described in subsection (a).

(c) Limitations on Use of Funds for Certain Purposes.---

No funds provided directly to a religious organization to provide assistance under any program described in subsection (a) shall be expended for sectarian worship, instruction, or proselytization.

(d) Fiscal Accountability.---

- (1) In General.—Except as provided in paragraph (2), any religious organization providing assistance under any program described in subsection (a) shall be subject to the same regulations as other nongovernmental organizations to account in accord with generally accepted accounting principles for the use of such funds provided under such program.

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- (2) Limited Audit.—Such organization shall segregate government funds provided under such program into a separate account. Only the government funds shall be subject to audit by the government.

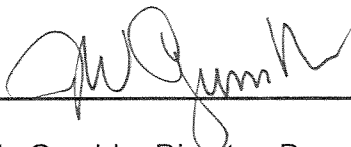
(e) Treatment of Eligible Entities and Other Intermediate Organizations.—If an eligible entity or other organization (referred to in this subsection as an 'intermediate organization'), acting under a contract, or grant or other agreement, with the Federal Government or a State or local government, is given the authority under the contract or agreement to select nongovernmental organizations to provide assistance under the programs described in subsection (a), the intermediate organization shall have the same duties under this section as the government."

(f) Treatment of Beneficiaries – In providing assistance under a program described in subsection (a), a religious organization shall not discriminate against a beneficiary or a potential beneficiary, of such assistance on the basis of religion or of a religious belief.

C. Other Administrative Certifications

The State also certifies the following:

- (1) To provide assurances that cost and accounting standards of the Office of Management and Budget (OMB Circulars A-110 and A-122) shall apply to a recipient of Community Services Block Grant program funds.
- (2) To comply with the requirements of Public Law 103-227, Part C - Environmental Tobacco Smoke, also known as the Pro-Children Act of 1994, which requires that smoking not be permitted in any portion of any indoor facility owned or leased or contracted for by an entity and used routinely or regularly for the provision of health, day care, education, or library services to children under the age of 18 if the services are funded by a Federal grant, contract, loan or loan guarantee. The State further agrees that it will require the language of this certification be included in any subawards, which contain provisions for children's services and that all subgrantees shall certify accordingly.



August 30, 2006

Signature

Date

Jane Wallis Gumble, Director, Department of Housing and Community Development

V. THE NARRATIVE STATE PLAN

(A) Administrative Structure

(1) State Administrative Agency

DHCD is the Commonwealth's principal agency for public housing and community development concerns that effect the state's 351 cities and towns. In this role, DHCD utilizes state and federal funds and technical assistance available to strengthen communities and help them plan new developments, encourage economic development, revitalize older areas, improve local government management, build and manage public housing, stimulate affordable rental and homeownership through the public/private sector, and respond to the needs of low-income people. DHCD administers the state's public housing programs, coordinates its anti-poverty efforts, allocates federal community development resources, and provides a variety of services to local government officials.

Mission, Goals and Objectives

The mission of DHCD is to strengthen cities, towns, and neighborhoods to enhance the quality of life of Massachusetts' residents. To accomplish our mission, DHCD will provide leadership, professional assistance, and financial resources to promote safe, decent affordable housing opportunities, economic vitality of communities and sound municipal management. We will forge partnerships with regional and local governments, public agencies, community-based organizations, and the business community to achieve our common goals and objectives. In all of these efforts, we will recognize and respect the diverse needs, circumstances, and characteristics of individuals and communities.

DHCD completed a strategic plan in 2002 that reaffirmed its two overarching priorities:

- promote affordable housing production and preservation, and
- promote healthy communities through community, social and economic development, and planning.

DHCD is committed to:

1. programs and funding that target populations of low to moderate incomes and those with special needs;
2. coordinated, integrated and balanced agency responses to address the comprehensive needs and interests of communities;

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3. programs and technical assistance designed to facilitate informed decision making at the local level, and to encourage self-sufficiency of residents and communities; and
4. sound business practices that ensure the highest standards of public accountability and responsibility.

The Office of the Director

The Director is a cabinet-level official who is appointed by the Governor to administer and maintain executive authority over all phases of DHCD's activities and coordinate policy with the Governor and the rest of the Administration. The Director is a member of the Board of Directors (Vice Chairman) of the MassHousing (formerly the Massachusetts Housing Finance Agency), the Massachusetts Housing Partnership Fund, and the Community Development Finance Corporation. The Director is also a member of the Local Government Advisory Council, and is co-chair of the Commonwealth's Economic Assistance Coordinating Committee. The Director also serves on numerous other state boards and commissions.

The Office of the Director includes the Office of the Chief of Staff and the Communications Office. The Director is also assisted by the Office of the Deputy Director for Policy Development, Office of the Chief Counsel, and Office of Administration and Finance.

DHCD is responsible for a variety of programs and services that are administered through three (3) divisions (Division of Community Services, Division of Public Housing and Rental Assistance, and Housing Development) and several commissions, including the Commission of Indian Affairs, the Manufactured Homes Commission, and the American and Canadian French Cultural Exchange Commission.

In addition, the following quasi-public agencies are affiliates of DHCD: MassHousing (formerly Massachusetts Housing Finance Agency); the Community Development Finance Corporation; the Massachusetts Community Economic Development Assistance Corporation, and the Massachusetts Housing Partnership.

Division of Community Services

This Division is the conduit through which DHCD serves Massachusetts' low-income population. Working in cooperation with the federal government, other state agencies, local and regional nonprofits, and the private sector, the Division is responsible for planning, implementing, and monitoring the delivery of federal and state anti-poverty, neighborhood economic development, homelessness prevention, fuel assistance, and

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weatherization programs across the Commonwealth, The Division of Community Services (DCS) is organized into five (5) components: the Community Services Unit (CSU), the

Community Development Unit (CDU), the Community Revitalization Unit (CRU), the Policy and Planning Unit (PPU) and the Fiscal and Compliance Unit (FCU).

The Community Services Unit administers the Community Services Block Grant, the Low Income Home Energy Assistance Program (LIHEAP), the Weatherization Assistance Program (WAP), the Heating Emergency Assistance Retrofit Task Weatherization Assistance Program (HEARTWAP) and the Neighborhood Housing Services (NHS) program.

The Community Development Unit is responsible for allocating financial and technical resources to assist cities and towns with their revitalization and community development needs. The Unit uses resources such as Community Development Block Grants and other state and federal grants, as well as the technical expertise of staff, to support a wide variety of community and economic development efforts.

The Community Revitalization Unit is comprised of a number of programs -- Mass Downtown Initiative, Urban Renewal, Community Development Action Grant (CDAG), Economic Development Fund, Urban Center Housing - TIF, and Relocation.

Where possible, DCS attempts to integrate the resources of the Community Development Unit and the Community Services Unit.

The Fiscal and Compliance Unit manages all financial, budgeting, and accounting functions of the Division.

The Policy and Planning Unit administers the CSBG Special Projects program and provides policy comments and recommendations on proposed legislation and statutes, by analyzing and ensuring consistency among DCS' goals and DHCD's and the Governor's priorities. In addition, PPU provides recommendations for improving program outcome and performance data and program operations.

Division of Public Housing and Rental Assistance

This Division is responsible for administrative oversight of state-aided public and private housing programs that address the housing needs of low and moderate-income families, the elderly and persons with disabilities. The Division is comprised of: the Bureau of Federal Rental Assistance, which has responsibility for rental subsidies, upgrading of substandard rental housing, and a wide spectrum of support services tied to a rental subsidy; and the Bureau of Massachusetts Rental Assistance, which provides rental

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subsidies in a flexible way that is more responsive to client choices; the Bureau of Housing Management which oversees the operation and management of 254 local housing authorities and their nearly 50,000 public housing units; the Bureau of Housing Finance which has fiscal oversight of the financial records and capital expenditures of local housing authorities; and the Bureau of Housing Development and Construction which has responsibility for the design, development, and construction of new public housing units and the modernization of existing ones.

Housing Development

This Division supports the production of affordable rental housing, including units for persons with special needs, and the construction or rehabilitation of affordable homes and condominiums for purchase by income-eligible first-time homebuyers. Among the programs that are administered by Housing Development are the Federal Home and Tax Credit programs, Housing Stabilization Fund, HOME, Housing Innovation Fund, Capital Improvement and Preservation Fund, Facilities Consolidation Fund and the Soft Second Program.

2. Eligible Entities

The following chart provides lists of eligible entities and geographic areas served (also see appendices for additional information on geographical areas served)

Community Action Agencies	Location	Individuals Served*	Projected CSBG Allocation	Non - CSBG Federal Budget*
Action for Boston Community Development, Inc.	Boston	90,640	\$ 5,453,301	\$ 77,774,724
Action, Inc.	Gloucester	4,889	\$ 261,758	\$ 3,833,614
Berkshire Community Action Council, Inc.	Pittsfield	13,989	\$ 358,863	\$ 3,623,951
Community Action Agency of Somerville, Inc.	Somerville	1,281	\$ 334,939	\$ 2,195,261
Community Action Committee of Cape Cod & Islands, Inc.	Hyannis	8,705	\$ 326,494	\$ 3,709,651
Community Action, Inc.	Haverhill	9,368	\$ 271,610	\$ 4,476,144
Community Action Programs, Inter-City, Inc.	Chelsea	9,642	\$ 287,090	\$ 4,804,059
Cambridge Economic Opportunity Council, Inc.	Cambridge	15,324	\$ 398,266	\$ 143,698
Citizens for Citizens, Inc.	Fall River	29,440	\$ 499,593	\$ 15,917,407
Community Teamwork, Inc.	Lowell	29,847	\$ 470,040	\$ 45,692,671
Community Action of the Franklin, Hampshire, and North Quabbin Regions, Inc.	Greenfield	16,238	\$ 585,438	\$ 7,274,348
Greater Lawrence Community Action Council, Inc.	Lawrence	20,699	\$ 316,643	\$ 11,154,000
Lynn Economic Opportunity, Inc.	Lynn	10,582	\$ 408,119	\$ 5,091,469
Montachusett Opportunity Council, Inc.	Fitchburg	21,187	\$ 361,677	\$ 9,236,386
North Shore Community Council, Inc.	Peabody	13,739	\$ 311,014	\$ 2,019,555
People Acting in Community Endeavors, Inc.	New Bedford	20,793	\$ 441,895	\$ 8,865,364
Quincy Community Action Programs, Inc.	Quincy	7,686	\$ 258,944	\$ 12,655,506
Self-Help, Inc.	Avon	22,012	\$ 420,783	\$ 12,938,687

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South Middlesex Opportunity Council, Inc.	Framingham	24,148	\$ 285,683	\$ 27,625,031
Springfield Partners for Community Action, Inc.	Springfield	4,700	\$ 478,482	\$ 1,023,571
South Shore Community Action Programs, Inc.	Plymouth	18,431	\$ 258,944	\$ 7,542,154
Tri-City Community Action Program, Inc.	Malden	12,016	\$ 381,379	\$ 5,238,993
Valley Opportunity Council, Inc.	Holyoke	31,265	\$ 320,865	\$ 11,049,139
Worcester Community Action Council, Inc.	Worcester	22,718	\$ 581,216	\$ 9,613,788
TOTAL/Percent (Source: projected allocation and CSBG IS Survey)		459,339	\$ 14,073,036	\$ 239,499,171

3. Distribution and Allocation of Funds

(a) Planned Distribution of Funds for Current Fiscal Year

Eligible Entities	Proportional share
1. Action for Boston Community Development, Inc.	38.75%
2. Action, Inc. (Gloucester)	1.86%
3. Berkshire Community Action Council, Inc. (Pittsfield)	2.55%
4. Cambridge Economic Opportunity Committee, Inc. (Cambridge)	2.83%
5. Citizens for Citizens, Inc. (Fall River)	3.55%
6. Community Action Agency of Somerville, Inc. (Somerville)	2.38%
7. Community Action Committee of Cape Cod & Islands, Inc. (Hyannis)	2.32%
8. Community Action, Inc. (Haverhill)	1.93%
9. Community Action of the Franklin, Hampshire and North Quabbin Regions (Greenfield)	4.16%
10. Community Action Programs Inter-City, Inc. (Chelsea)	2.04%
11. Community Teamwork, Inc. (Lowell)	3.34%
12. Greater Lawrence Community Action Council, Inc. (Lawrence)	2.25%
13. Lynn Economic Opportunity, Inc. (Lynn)	2.90%
14. Montachusett Opportunity Council, Inc. (Fitchburg)	2.57%
15. North Shore Community Action Programs, Inc. (Peabody)	2.21%
16. People Acting in Community Endeavors, Inc. (New Bedford)	3.14%
17. Quincy Community Action Programs, Inc. (Quincy)	1.84%
18. Self-Help, Inc. (Brockton)	2.99%

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19. South Middlesex Opportunity Council, Inc. (Framingham)	2.03%
20. South Shore Community Action Council, Inc. (Plymouth)	1.84%
21. Springfield Partners for Community Action, Inc. (Springfield)	3.40%
22. Tri-City Community Action Program, Inc. (Malden)	2.71%
23. Valley Opportunity Council, Inc. (Holyoke)	2.28%
24. Worcester Community Action Council, Inc. (Worcester)	4.13%

(B) Description of Criteria and Distribution Formula

As outlined in the above table, DHCD shall award at least 90% of the CSBG funds allocated to the Commonwealth of Massachusetts to the 24 private, non-profit eligible entities. The DHCD anticipates that the Commonwealth of Massachusetts will receive approximately \$15,636,706 in Community Services Block Grant funding from the U.S. Department of Health and Health Services for FY 2007, of which 90%, \$14,070,036 will be awarded to eligible entities based on a historical funding formula.

In the event that the federal CSBG appropriation for FY 2007 and FY 2008 is less than the amount received by the Commonwealth for FY 2006, the DHCD shall allocate funding to eligible entities based on the distribution formula used for FY 2006, or in any other manner which is consistent with the requirements of the Act.

CSBG funds that are distributed as grants to eligible entities and have not been expended by an entity may be carried over into the next fiscal year for expenditure by the entity for program purposes.

The annual funding and contracting cycle shall correspond directly to the timely availability of funds from the U.S. Department of Health and Human Services (HHS).

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(C) Description of Distribution and Use of Restricted Funds.

CSBG funds that are distributed as grants to eligible entities and have not been expended by an entity may be carried over into the next fiscal year for expenditure by the entity for program purposes. Each year, DHCD tracks CSBG carry-over funds through the following three mechanisms:

1. During the CSBG Annual Application process, carry-over funds from previous fiscal year are identified in the CSBG budget.
2. Carry-over funds are then reprogrammed into the CSBG budget and reported accordingly by eligible entities.
3. Carry-over funds are also tracked through the entities final fiscal report and through audit reports.

(D) Description of Distribution and Use of Discretionary Funds [42 USC 9908(B)(2)]

The Director, in her discretion, may distribute 5% of the FY 2007 and FY 2008 CSBG funds to non-profits for the following purpose(s):

1. providing training and availability of technical assistance to entities in need;
2. coordinating state-operated programs and services targeted to low-income children and families with services (provided by eligible entities and other funded organizations) to ensure increased access to services provided by such state or local agencies;
3. supporting statewide coordination and communication among eligible entities;
4. analyzing the distribution of funds under the CSBG Act within the state to determine if such funds have been targeted to the areas of greatest need; and
5. supporting innovative programs and activities conducted by community action agencies or other neighborhood-based organizations to eliminate poverty, promote self-sufficiency, and promote community revitalization.

The criteria used to select activities for funding include: 1) diversity in the distribution of resources throughout the Commonwealth of Massachusetts; 2) services to assist special or unserved populations; 3) activities that closely reflect broader policy objectives of the

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DHCD; 4) activities that support the implementation of ROMA; and 5) other initiatives that expeditiously respond to the needs of low income people, as determined by the DHCD.

During fiscal years 2005 through 2006, DHCD identified several priority categories in which CSBG Special Projects funding was to be directed. Priority categories identified to date are:

- Economic self-sufficiency,
- Affordable housing and homelessness efforts,
- Increasing the coordination and partnerships between Community-Based Organizations (CBO) and municipal government,
- Targeting funds for direct impact on low-income youth, and
- Community revitalization

In addition, DHCD shall distribute discretionary fund awards on a rolling basis for projects that address specific priority areas. Special Projects categories take into consideration the Governor's priorities of: Affordable Housing, Homelessness Prevention, Education, Senior Health Care, Youth Development, and Welfare Reform.

The Director, in her discretion, may also provide financial and technical assistance grants to support a variety of anti-poverty and economic development activities that promote family self-sufficiency. As a matter of course, discretionary funds have been awarded to community action agencies, as well as other community based nonprofit agencies, for start-up projects rather than multi-year funding.

Community Services Block Grant Special Projects awards for FY 2007 and 2008 shall be announced as the DHCD approves them.

During fiscal year 2006, DHCD's CSBG discretionary allocation from the HHS was \$784,894. During fiscal year 2006 and 2005, using fiscal year 2006 and 2005 allocations and prior year's unexpended funds, DHCD committed a total of \$1,184,450 in grants, primarily to CAAs. The following are the lists of grants and their intended purposes:

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Fiscal Year 2006 CSBG Discretionary Awards

GRANTEE	AMOUNT	PURPOSE
MissionSAFE: A New Beginning, Inc.	\$ 15,000.00	Charlestown Teen Zone
Boston Learning Center	\$ 2,500.00	BIFF Millionaire Boot Camp
To be announced	\$ 125,000.00	Scholarships for low income students.
To be announced	\$ 210,000.00	Neighborhood Planning Initiative

Fiscal Year 2005 CSBG Discretionary Awards

GRANTEE	AMOUNT	PURPOSE
MACDC	\$ 60,000.00	CDC capacity building
MACDC	\$ 60,000.00	Statewide capacity building
CFNP	\$ 26,020.00	CFNP supplement
CAAS	\$ 10,000.00	Technology capacity building
MASSCAP	\$ 85,000.00	Northeast Institute for Quality Community Action
WCAC	\$ 62,824.00	Capacity building
CAPIC	\$ 60,000.00	Community Schools
Portal to Hope	\$ 17,971.00	Domestic violence prevention
MASSCAP	\$ 25,000.00	Resource Development
LISC	\$ 20,000.00	The Alliance Initiative
Lena Park CDC	\$ 68,275.00	Workforce Development
SPCA	\$ 50,000.00	Youth IDA program
Action, Inc.	\$ 10,000.00	ESL Classes
Action, Inc.	\$ 25,000.00	Health Care Industry Career
CTI	\$ 21,860.00	Artship Enterprise

An additional 24 grants were awarded utilizing FY 2005 and FY 2006 CSBG discretionary funds to support a high-risk youth summer fund initiative. This is a collaborative initiative with the Boston Foundation, The Black Ministerial Alliance of Greater Boston, Dorchester Youth Collaborative, The Boston Ten Point Coalition, Massachusetts Communities Action Network, Greater Boston Interfaith Organization, Jewish Community Relations Council of Greater Boston as well as many local youth organizations. These grants will provide support to local youth organizations creating opportunities for teen leadership, media collaboration, pregnancy prevention initiatives, science education, Summer GED, youth

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entrepreneurships, and rhythm and dance. DHCD has committed a total of \$247,000 in CSBS discretionary funds to support this special one-time initiative.

(E) Description of Use of Administrative Funds

The DHCD may expend up to five percent (5%) of the Community Services Block Grant allocation for administrative expenses and grant management monitoring activities of the Division of Community Services and the Community Services Unit.

About 70% of the administrative funds shall be earmarked for staff salaries and associated fringe benefits. The remaining 30% shall be used for other direct administrative expenditures such as office supplies, travel, conferences, and state overhead costs.

(F) State Community Services Program Implementation

Program Overview

As a condition for funding in accordance with the CSBG Act, in FY 2006 each CAA developed and implemented a three-year Community Action Plan covering fiscal years 2006 - 2008. CAAs received a comprehensive Action Plan Development Guide containing all the information necessary for the development of each CAA's FY 2006 - 2008 Community Action Plan. Furthermore, a training was held at DHCD for CAA planners to provide an update on the new planning process, including the 12 new National Indicators. All 24 eligible entities have submitted their three-year Community Action Plan to DHCD.

Each plan includes:

- a description of the service delivery system targeted to low-income families;
- a description of how linkages will be developed to fill identified gaps in services through information, referral, case management, and follow-up consultation;
- a description of how funding under the CSBG Act will be coordinated with other public and private resources; and
- a description of how a local entity will use the funds to support innovative community and neighborhood-based initiatives related to the purpose of the CSBG which may include fatherhood initiatives and other initiatives with the goal of strengthening family.

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In order to ensure that the plan would meet statutory requirements, DHCD set benchmarks that included developing certain strategic goals during the planning process. The first components of the Plan, the Action Planning document and needs assessment rationales described the planning process to be used by CAAs and provided a description of all needs assessment methods and survey instrument(s) to be utilized during the community needs assessment process. The DHCD evaluation process included a two-member review team. The DHCD provided extensive technical assistance, both on-site and via the telephone, in the development stage of the plan.

Community Needs Assessment

During the three-year Community Action Planning process, each eligible entity is required to develop a description of all methods used (e.g., surveys performed, interviews, focus groups, etc.), including a review of secondary data sources. In addition, a description of all needs assessment results, methods of tabulation, and how priority items were identified were included in the Community Action Plan.

The goal for the initial phase of a needs assessment is to collect and analyze data that describes each eligible entity's community/service area, the population demographics, and the relevant economic and social conditions. Subsequent analysis of the data produces a set of problem statements for the purpose of addressing those in the future.

During the preliminary phases of the needs assessment process, each CAA tries to address the following:

1. What are the key questions to be answered?
2. Who are the constituencies, neighborhoods or target population(s) that need to be engaged?
3. How many people should be included?

The answers to these questions serve as the framework for needs assessment development.

By using this information the major issues, problems, and needs within the service area are addressed by CAAs. In order for the needs assessment to provide an accurate picture of the service area's needs, DHCD encourages random sampling (to the extent possible) of all community residents. Random sampling ensures that every person in a community or group being studied has *an equal chance* of being interviewed or surveyed.

Before distributing survey questionnaires or conducting interviews, eligible entities submit a copy of their survey instrument(s) to the Community Services Unit (CSU) for

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approval. In addition, a brief Rationale Summary describing the instrument(s) that was chosen, why the particular instrument(s) was chosen, how and why the various questions were formulated etc., are included in the submission.

The three-year Community Action Plan was due at DHCD in August 2005, and included the following sections:

- Mission Statement: a brief statement of the CAA's mission (based on the CSBG statute);
- Community Profile: a one to two page description of the CAA's service area and target populations. The profile should be based on the community needs assessment and internal needs assessment results;
- Community Needs Assessment: a description of all methods used (e.g., surveys performed, interviews, focus groups, etc.), including secondary data sources, to determine community priority issues. In addition, a description of all needs assessment results, methods of tabulation, and how priority items were identified should be included in the Community Action Plan;
- Internal Needs Assessment: a description of the method used to identify agency staff and board of directors issues, a listing of results identified through the assessment process, and a description of how issues will be addressed;
- Service Delivery System: a one to two page description of the CAAs service delivery system (how and through what activities and programs are services delivered to low income individuals and families in the service area;
- Identification and Evaluation of National Indicators and CSBG National Goals and Outcome Measures: a description of the Outcome Measures (one for each goal) to be used to monitor success in promoting self-sufficiency, community involvement, and increasing and improving the capacity of CAAs. This section should also include a description of the goals and strategies that the CAA plans to adopt for the next three (3) years. Strategy development should include projected program outcomes, the desired impact of the programs and activities delivered, and, strategies for achieving the goals, etc.;
- Linkages: a description of how identified gaps in services will be filled, e.g., through information and referral services, case management, follow-up consultation, advocacy for other local service providers, etc.;

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- Funding Strategy: a description of how funding under the CSBG Act will be coordinated with public and private resources and a description of fundraising goals and strategies for the next three (3) years; and
- Vision Statement: a description of anticipated organizational operations and services to clients for the next three (3) years.

3. Tripartite Board Representation

Section 676B(2) of Public Law 105-285. The CSBG Act, requires that eligible entities receiving CSBG funds comply with the stipulation that boards of directors be constituted so that one-third of the members are elected public officials or their representatives, and not fewer than one-third of the members are persons chosen in accordance with the democratic selection procedures adequate to ensure that they are representative of low income individuals and families in the neighborhood and reside in the neighborhood represented. The remaining one-third represents officials or members of business, industry, labor, faith-based organizations, law enforcement, education, or other major community groups.

4. State Charity Tax Program (Not applicable)

5. Programmatic Assurances

The following list shows all CSBG-funded programs within applicable program categories on a statewide basis.

SERVICE CATEGORIES	Percent of CSBG funds allocated	Sample Programs
SELF-SUFFICIENCY	3.99%	Family self-sufficiency, case management, and IDAs.
EMPLOYMENT	7.99%	Workforce development; job/career counseling; skills training programs; staff training and development for CAA employees; summer youth jobs programs; and youth work experience program.
ECONOMIC DEVELOPMENT	0.95%	Community economic development, small business/micro enterprises.
EDUCATION/LITERACY	17.45%	Adult Basic Education/GED; educational counseling and guidance; and ESL instructions.

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INCOME MANAGEMENT	3.88%	Budget/credit/financial counseling; consumer assistance; and tax preparation.
HOUSING ASSISTANCE	12.15%	1 st time homebuyer classes; affordable housing preservation; housing search and placement; and landlord/tenant advocacy.
NUTRITION	12.37%	Community Food and Nutrition Program; food banks and food pantries; nutrition education and counseling; SHARE program; Summer Feeding programs; surplus food/commodities distribution; WIC; and holiday food program.
HEALTH	3.66%	Alcohol and drug abuse prevention; family planning services; primary health care; transportation to medical appointments; and substance abuse treatment.
EMERGENCY ASSISTANCE	7.43%	Crisis intervention and counseling; donated goods; homelessness prevention; emergency cash assistance; and emergency transportation.
ENERGY ASSISTANCE	6.02%	Fuel Assistance; Weatherization Assistance Program; heating system repair; and private utility assistance.
YOUTH & FAMILY DEVELOPMENT	3.24%	Summer youth games; youth recreation projects; summer youth employment; school drop out prevention; homework assistance; Head Start; child care; and day care programs.
SENIOR	2.21%	Projects specifically designed to address the needs of elderly people, such as meals, transportation, telephone assurance, foster grandparents support, inter-generational programs.
RESIDENT PARTICIPATION	0.72%	Community organizing; community advocacy; community needs assessments; and general outreach.
LINKAGES AND COORDINATION	16.94%	Toy giveaway; transportation; community-wide board participation; coalition and partnership building; and Intra and Inter agency planning.
OTHER	1.00%	Organizational development and capacity

building; board and staff training; planning
and information technology.

During the Fiscal Year 2007 – 2008, the Community Services Unit, will encourage CAAs to increase the total number of programs implemented under Self-Sufficiency; Income Management; such as Individual Development Account (IDA), financial literacy; and Education and Literacy categories, such as the CSBG scholarship program.

G. Fiscal Controls and Monitoring [42 USC 9914]

(1) State Program Monitoring

The Coats Human Services Reauthorization Act of 1998, Sections 676 and 678B, require DHCD to perform a full onsite review of each CAA at least once during each 3-year period.

DHCD has a very comprehensive and in-depth monitoring process in place. Its monitoring, assessment, oversight, and technical assistance responsibilities are high priority items. DHCD program and fiscal staff monitor, assess and review CAAs on an ongoing basis, staying in close communication with agencies, not only to assure compliance and overall health of the organizations, but also supporting them with technical assistance in an array of program and organizational capacity-building areas. DHCD has been working tirelessly with agencies since the Government Performance and Results Act (GPRA) was passed in 1993 to facilitate CAAs', and to some extent, DHCD's transition from service-based to outcome-based organizations using guidelines available mainly due to the implementation of Results-Oriented Management and Accountability (ROMA) Act in 1998.

DHCD has found that its current monitoring is highly effective in identifying issues affecting CAAs. DHCD utilizes a very comprehensive in-depth monitoring and assessment tool. The present tool provides a comprehensive assessment protocol not only for its CSBG programs, but also for Community Action as a whole. During the assessment, each CAA's organizational and programmatic capacities are measured and exemplary activities are highlighted in the following areas:

- Board Oversight;
- Executive Management;
- Fiscal Oversight and Internal Controls;
- Human Resource Development;
- Program Planning and Implementation, including ROMA;
- Management Information Systems; and
- Outreach.

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The Community Action Plan (CAP) plays a fundamental role in the monitoring process. In order to determine whether a CAA is meeting the goals of the Act, CSU observes the links between the goals that CAAs establish in their CAPs to what is stated later in various documents (grant applications, workplans, IS survey, etc.) submitted to DHCD.

DHCD conducts a review and analysis of CSBG-related information in-house throughout the year(s) between the CAP and the on-site monitoring visit. During this review, CSU assesses workplans, board minutes, progress and financial reports, responses to requests for information, and any other relevant information indicative of the organizational and programmatic health of an agency.

Once an on-site visit is scheduled with a CAA, the CSU program representative may request various compliance documents such as bylaws, articles of incorporation, personnel policies, etc. In addition to interviews with key staff (management and program) and board members, monitoring also includes a review of CAA administrative files as well as review of applicable program files.

To the extent possible, the in-depth monitoring process combines on-site reviews for CSBG with the Low Income Home Energy Assistance Program (LIHEAP). CSU utilizes a team approach in conducting in-depth reviews. CSU management and program staff, as well as staff from the Division of Community Services' Financial and Compliance Unit, perform in-house pre-assessments and on-site monitoring visits in concordance with the CSBG monitoring system. The CSU has implemented a two-year full site monitoring cycle.

During the years that an on-site monitoring visit does not occur at a CAA, the assigned CSU program representative is required to attend at least one board of director's meeting. After attending a board meeting, a Board Meeting Monitoring Report is completed and sent to the CAA.

DHCD's assessment tool is currently being implemented to conduct in-house and on-site monitoring of CAAs. Also, a Peer-to-Peer Assessment Tool developed by the Tri-State Network in southern New England (Massachusetts, Connecticut, and Rhode Island) will be utilized to assess and evaluate CAAs in the areas of Governance, Human Resources, Planning, Marketing, and Fundraising, Operational Management, Information Technology, Finance and Budget. A bank of experts from DHCD representing program and fiscal management assisted the Tri-State Network in developing this tool, which is now being implemented. DHCD shall continue to assess its grantee CAAs and offer technical assistance where needed.

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Fiscal Monitoring

The Financial and Compliance Unit (FCU) of the Division of Community Services (DCS) conducts fiscal monitoring of CAAs on an annual basis. FCU has conducted an annual fiscal review of the CSBG, LIHEAP, WAP, and HEARTWAP programs operated by CAAs. The objective of the review is to ensure that all programs are operated in compliance with applicable State and Federal laws, regulations, contracts, and budgets and to offer training and technical assistance where necessary. In addition, the FCU requires each CAA to submit an agency-wide fiscal report and an annual agency audit. These documents are reviewed for significant findings.

Under the current threshold and risk-based criteria established for the state's single audit, the CSBG program is not considered a "major program" or a "high risk program". However, as part of the single audit, independent auditors review departmental internal control procedures. Internal control procedures are designed to cover the controls existing for all divisions and programs of the department. Thus, the CSBG-established controls come under the purview of the independent auditor of the state's single audit.

In addition to the state's single audit, DHCD mandates that eligible entities of CSBG funds comply with OMB Circular A-133. Each eligible entity receiving CSBG funds submits a single agency-wide audit performed by an independent auditor in conformance with Circular A-133. These audits are reviewed, and where necessary, a Management Decision letter is issued by DHCD. The Financial and Compliance Unit follows through resolution on any audit findings reported in the single audit.

Furthermore, at least once every year, fiscal staff performs a fiscal on-site monitoring visit to each sub-recipient agency. These on-site visits are in addition to the in-depth fiscal and program assessment review required under the Coats Human Services Reauthorization Act of 1998, Public Law 105-285.

**DIVISION OF COMMUNITY SERVICES
IN-DEPTH MONITORING ASSESSMENT SCHEDULE**

YEAR 1 - 2006	YEAR 2 - 2007
CAI – March	CEOC – January
LEO – April	CTI – February
SHI – April	GLCAC – March
WCAC – May	SSCAC – April
QCAP – June	MOC – May
SPCA – July	CAAS – June
Action – August	PACE – July
CAPIC - September	VOC – August
ABCD - September	Community Action! – September
BCAC – October	CACCI – October
CFC - November	NSCAP – November
TRI-CAP - December	SMOC - December

2. Corrective Action Termination or Reduction of Funding [42 USC 9908(b)(8); 42 USC 9915]

The monitoring system strengthens the possibility for corrective action by increasing the opportunities to identify deficiencies in a CAA's programmatic and/or organizational areas. To the extent possible, DHCD utilizes a proactive approach in identifying and addressing programmatic and organizational deficiencies and provides assistance to agencies in implementing measures to avoid crises and stabilize operations where necessary. However, if it is determined that an agency has failed to deliver services and comply with requirements as provided in the Act, DHCD shall follow procedures under Section 678 C of the Act.

The DHCD has delineated its termination procedures in its CSBG regulations at 760 CMR, 29.05 as follows:

29.05: Corrective Action, Termination and Reduction of Funding

(1) Determination

If the Director of the Department determines, on the basis of a final decision in a review pursuant to § 678B of the CSBG Act and 760 CMR 29.09 that an eligible entity fails to comply with the terms of a Department funding agreement, or the Consolidated CSBG State Plan, to provide services under the CSBG Act or to meet appropriate standards, goals, and other

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requirements established by the State (including performance objectives), the Department shall:

- (a) inform the entity of the deficiency to be corrected;
 - (b) require the entity to correct the deficiency;
 - (c)
 - 1. offer training and technical assistance, if appropriate, to help correct the deficiency, and prepare and submit to the Secretary a report describing the training and technical assistance offered; or
 - 2. if the Department determines that such training and technical assistance are not appropriate, prepare and submit to the Secretary a report stating the reasons for the determination;
 - (d)
 - 1. at the discretion of the Department (taking into account the seriousness of the deficiency and the time required to correct the deficiency), allow the entity to develop and implement, within 60 days after being informed of the deficiency, a quality improvement plan to correct such deficiency within a reasonable period of time, as determined by the Director of the Department; and
 - 2. not later than 30 days after receiving from an eligible entity a proposed quality improvement plan, either approve such proposed plan or specify the reasons why the proposed plan cannot be approved; and
 - (e) after providing adequate notice and an opportunity for a hearing, initiate proceedings to terminate the designation of or reduce the funding of the eligible entity unless the entity corrects the deficiency.
- (2) Review
A determination to terminate the designation or reduce the funding of an eligible entity is reviewed by the Director in accordance with the CSBG Act.
- (3) Federal Requirement
The procedures set forth in 760 CMR 29.05 are intended to be carried out

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consistent with the protections and procedures provided in the CSBG Act; as it may be amended, and any applicable federal regulations. In the case of a conflict, the federal requirements shall prevail.

- (4) A community action agency (CAA) or other eligible entity will not have its present or future funding terminated and the DHCD will not de-designate a CAA or other eligible entity until Section 678C of the CSBG Act procedures are followed and reviewed by the Secretary of the US Department of Health and Human Services is completed pursuant to Section 678C(B) of the CSBG Act. Nor will it have its funding reduced below the proportional share of funding it received the previous fiscal year, except in accordance with the requirements of the CSBG Act.

As part of the monitoring process, a CAA is provided a draft report for review and comment. CAAs are provided information on how they are meeting the CSBG assurances. The CAA is given a period of time to provide a written response to the monitoring report. Training will be provided in combination with onsite compliance monitoring. Monitoring of subgrantee agencies shall emphasize the identification of training needs as well as compliance with federal and state regulations. Training shall be provided both on-site during monitoring and in follow-up sessions. If further action is needed, the DHCD shall form a Steering Committee comprised of DHCD, MASSCAP, and grantee representatives. The Steering Committee may convene regular meetings concerning the oversight and status of recommendation tasks.

The DHCD believes this approach eliminates any interruption of services to communities, and avoids increasing any negative public perceptions.

(5) Fiscal Controls, Audits, and Withholding

- (a) The assurance 676 (b) (7). The State shall cooperate with Federal investigations undertaken in accordance with section 676D of the Act.
- (b) The assurance 676 (b) (8). Any CAA or other eligible entity will not have its present or future funding terminated and the DHCD will not de-designate a CAA or other eligible entity until Section 678C of the CSBG Act procedures are followed and reviewed by the Secretary of the U.S. Department of Health and Human Services is completed pursuant to Section 678C(B) of the CSBG Act. Nor shall it have its funding reduced below the proportional share of funding it received the previous fiscal year, except in accordance with the requirements of the CSBG Act.

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- (c) Petitioning for Adequate Representation, [42 USC 9908 (b)(10)]: DHCD's Community Services Block Grant regulations at 760 29.06(4) require that the by-laws of a CAA or other eligible entity include a description of procedures for selecting new board members in case of a vacancy on the board.

H. ACCOUNTABILITY AND REPORTING REQUIREMENTS

(1) RESULTS ORIENTED MANAGEMENT AND ACCOUNTABILITY SYSTEM (ROMA) IMPLEMENTATION [42 USC 9908 (b)(12), 42 USC 9917]

Since 1999, the implementation of ROMA in Massachusetts has been part of a continuous improvement plan. In fact, certain aspects of current ROMA implementation, i.e., CAA information technology capacity building, go back to 1994 when DHCD began utilizing Massachusetts' discretionary funds to provide CAAs with the opportunity to develop computerized client demographic databases. At present, CAAs track and report unduplicated client demographic characteristics and many are well on their way to updating their automated client tracking and reporting systems to include the outcome reporting process.

CAA and MASSCAP representatives formed an Outcome Management Implementation Project Work Team, and developed a ROMA Vision Statement for Massachusetts to:

- further integrate outcome measurement in all aspects of CSBG planning and reporting;
- use outcome data to influence state policy and implementation;
- demonstrate actual impacts achieved through investments made by DHCD;
- become organizations that lead change and demonstrate community and client impacts;
- build communities that have the resources citizens want and need; and
- support citizens to achieve safe housing, nutritious food, good education, and stable families.

With the advent of the 12 new National Indicators in 2005, DHCD once again met with MASSCAP and reassessed its ROMA implementation plan and made some significant strides during 2006. These include:

- Joint agreement and dissemination of the National Indicators and key implementation steps by MASSCAP and DHCD.
- Planning and briefing sessions involving all the CAA Executive Directors.
- Internal (DHCD) training and work sessions on ROMA with DHCD staff.
- Core training on the National Indicators and outcome management approaches by The Rensselaerville Institute (TRI) across the state in each of three regions.

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- Advanced training by TRI on use of ROMA for strategic planning purposes with specific presentations by CAA Planners.
- Two review meetings on next steps with CAA executives sponsored by MASSCAP with a survey of CAA training and technical assistance priorities.

Development of common program outcomes by DHCD and MASSCAP IT Committee.

DHCD is currently in the process of implementing a ROMA on-site training program involving several eligible entity staff and board members. The following eligible entities have recently completed their on-site ROMA staff and/or board training:

- Community Action Agency of Somerville, Inc.
- Community Action, Inc.
- Community Action Committee of Cape Cod and the Islands, Inc.
- Community Teamwork, Inc.
- Greater Lawrence Community Action Council, Inc.
- North Shore Community Action Programs, Inc.
- People Acting in Community Endeavor, Inc.
- South Middlesex Opportunity Council, Inc.
- Springfield Partners for Community Action, Inc.

During fiscal years 2007 and 2008, DHCD plans to continue its effort of providing ROMA training to the extent it is needed and requested by CAAs. The following CAAs are expected to complete their onsite ROMA training in the Fall of 2006:

- Berkshire Community Action Council, Inc.
- Lynn Economic Opportunity Council, Inc.
- Valley Opportunity Council, Inc.
- Worcester Community Action Council, Inc.

During fiscal years 2007 - 2008, DHCD will continue its on-going effort of ROMA implementation in the following additional areas:

Improve the current process for CAAs to identify, select, plan, and report on the new National Performance Indicators using DHCD's current planning and reporting avenues such as, Community Action Plan; CSBG Annual Application; Semi-Annual and Annual Program Progress Reports; and the CSBG Information System Survey.

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Continue to upgrade and enhance the existing DHCD-CAA E-Government network to allow online reporting of the National Performance Indicators.

Offer training for DHCD staff on National Indicators and DHCD-CAA E-Government Network project.

The National Indicators of Community Action Performance

CAAs in Massachusetts have adopted and have been reporting on the 12 National Indicators since Fiscal Year 2005. Furthermore, DHCD has developed a master list of CAA programs that *crosswalk* their programs with the 12 National Indicators. A common program indicator list has been developed jointly with MASSCAP; the list will be used during the FY 2007 - 2008 CSBG Annual Application processes.

Goal 1: Low-Income People Become More Self-Sufficient

National Performance Indicator 1.1 – Employment

The number and percentage of low-income participants in community action employment initiatives who get a job or become self-employed as measured by one or more of the following:

- A. Unemployed and obtained a job.
- B. Employed and obtained an increase in employment income.
- C. Achieved “living wage” employment and benefits.

National Performance Indicator 1.2 – Employment Supports

The number of low-income participants for whom barriers to initial or continuous employment are reduced or eliminated through assistance from community action as measured by one or more of the following:

- A. Obtained pre-employment skills/competencies required for employment and received training program certificate or diploma.
- B. Completed ABE/GED and received certificate or diploma.
- C. Completed post-secondary education program and obtained certificate or diploma.
- D. Enrolled children in “before” or “after” school programs in order to acquire or maintain employment.
- E. Obtained care for child or other dependant in order to gain or maintain employment.
- F. Obtained access to reliable transportation and/or driver’s license in order to gain or maintain employment.

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- G. Obtained health care services for themselves or a family member in support of family stability needed to gain or retain employment.
- H. Obtained safe and stable housing in support of family stability needed to gain or retain employment.
- I. Obtained food assistance in support of family stability needed to gain or retain employment.

National Performance Indicator 1.3 – Economic Asset Enhancement and Utilization

The number and percentage of low-income households that achieve an increase in financial assets and/or financial skills as a result of community action assistance, and the aggregated amount of those assets and resources for all participants achieving the outcome, as measured by one or more of the following:

A. Enhancement –

Number and percent of participants in tax preparation programs who identify any type of Federal or State tax credit and the aggregated dollar amount of credits.

Number and percentage obtained court-ordered child support payments and the expected annual aggregated dollar amount of payments.

Number and percentage enrolled in telephone life-line and/or energy discounts with the assistance of the agency and the expected aggregated dollar amount of savings.

B. Utilization –

1. Number and percent demonstrating ability to complete and maintain a budget for over 90 days.
2. Number and percent opening an Individual Development Account (IDA) or other savings account and increased savings, and the aggregated amount of savings.
3. Of participants in a community action asset development program (IDA and others):
 - a. Number and percent capitalizing a small business with accumulated savings.
 - b. Number and percent pursuing post-secondary education with accumulated savings.
 - c. Number and percent purchasing a home with accumulated savings.

Goal 2: The Conditions in Which Low-Income People Live are improved

National Performance Indicator 2.1 Community Improvement and Revitalization

Increase in, or safeguarding of threatened opportunities and community resources or services for low-income people in the community as a result of community action projects/ initiatives or advocacy with other public and private agencies, as measured by one or more of the following:

- A. Accessible “living wage” jobs created or saved from reduction or elimination in the community.
- B. Safe and affordable housing units created in the community.
- C. Safe and affordable housing units in the community preserved or improved through construction, weatherization or rehabilitation achieved by community action activity or advocacy.
- D. Accessible and affordable health care services/facilities for low-income people created or saved from reduction or elimination.
- E. Accessible safe and affordable childcare or child development placement opportunities for low-income families created or saved from reduction or elimination.
- F. Accessible “before” school and “after” school program placement opportunities for low-income families created or saved from reduction or elimination.
- G. Accessible new, preserved, or expanded transportation resources, or those that are saved from reduction or elimination, that are available to low-income people, including public or private transportation.
- H. Accessible or increased educational and training placement opportunities, or those that are saved from reduction or elimination, that are available for low-income people in the community, including vocational, literacy, and life skill training, ABE/GED, and post-secondary education.

National Performance Indicator 2.2 -- Community Quality of Life and Assets

The quality of life and assets in low-income neighborhoods are improved by community action initiative or advocacy, as measured by one or more of the following:

- A. Increases in community assets as a result of a change in law, regulation or policy, which results in improvements in quality of life and assets.
- B. Increase in the availability or preservation of community facilities.
- C. Increase in the availability or preservation of community services to improve public health and safety.

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- D. Increase in the availability or preservation of commercial services within low income neighborhoods.
- E. Increase or preservation of neighborhood quality of life resources.

Goal 3: Low-Income People Own a Stake in Their Community

National Performance Indicator 3.1 – Civic Involvement

The number of volunteer hours donated to community action.

National Performance Indicator 3.2 – Community Empowerment through Maximum Feasible Participation

The number of low-income people mobilized as a direct result of community action initiative to engage in activities that support and promote their own well-being and that of their community as measured by one or more of the following:

- A. Number of low-income people participating in formal community organizations, government, boards or councils that provide input to decision-making and policy setting through community action efforts.
- B. Number of low-income people acquiring businesses in their community as a result of community action assistance.
- C. Number of low-income people purchasing their own homes in their community as a result of community action assistance.
- D. Number of low-income people engaged in non-governance community activities or groups created or supported by community action.

Goal 4: Partnerships Among Supporters and Providers of Service to Low-Income People are Achieved

National Performance Indicator 4.1 – Expanding Opportunities through Community-Wide Partnerships

The number of organizations, both public and private, community action actively works with to expand resources and opportunities in order to achieve family and community outcomes.

- Number of organizations community action agencies work with to promote family and community outcomes.

Goal 5: Agencies Increase Their Capacity to Achieve Results

National Performance Indicator 5.1 – Broadening the Resource Base

The number of dollars mobilized by community action, including amounts and percentages from:

- CSBG;
- Non-CSBG Federal Programs;
- State Programs;
- Local Public Funding;
- Private Sources (including foundations and individual contributors, goods and services donated); and
- Value (at Federal minimum wage) of volunteer time.

Goal 6: Low-Income People, Especially Vulnerable Populations, Achieve Their Potential by Strengthening Family and Other Supportive Systems

National Performance Indicator 6.1 – Independent Living

The number of vulnerable individuals receiving services from community action that maintain an independent living situation as a result of those services:

- A. Senior Citizens.
- B. Individuals with Disabilities.

National Performance Indicator 6.2 – Emergency Assistance

The number of low-income individuals or families served by community action that sought emergency assistance and the percentage of those households for which assistance was provided, including such services as:

- A. Food (specify unit of measurement – individuals, families, and packages/bags);
- B. Emergency vendor payments, including fuel/energy bills;
- C. Temporary Shelter;
- D. Emergency Medical Care;
- E. Protection from Violence;
- F. Legal Assistance;
- G. Transportation;
- H. Disaster Relief; and
- I. Clothing.

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National Performance Indicator 6.3 – Child and Family Development

The number and percentage of all infants, children, youth, parents, and other adults participating in developmental or enrichment programs that achieve program goals, as measured by one or more of the following:

A. Infants and Children –

1. Infants and children obtain age appropriate immunizations, medical, and dental care.
2. Infant and child health and physical development are improved as a result of adequate nutrition.
3. Children participate in pre-school activities to develop school readiness skills.
4. Children who participate in pre-school activities are developmentally ready to enter Kindergarten or 1st Grade.

B. Youth –

1. Youth improve physical health and development;
2. Youth improve social/emotional development;
3. Youth avoid risk-taking behavior for a defined period of time;
4. Youth have reduced involvement with criminal justice system; and
5. Youth increase academic, athletic or social skills for school success by participating in before or after school programs.

C. Parents and Other Adults –

1. Parents and other adults learn and exhibit improved parenting skills; and
2. Parents and other adults learn and exhibit improved family functioning skills.

Future Direction

CSBG Scholarship Program

This pilot scholarship program was developed by DHCD in fiscal year 2000 to provide CAA clients with funds (maximum of \$1,000 per client) to pursue a formal higher education. This includes general education, e.g., literacy skills, short term training in occupational skills, or general post-secondary education. Between fiscal years 2002 and 2004, DHCD allocated a total of \$300,000 in Scholarship Program funds to 10 CAAs. Each CAA received a \$10,000 Scholarships grant during each of the three fiscal years. During fiscal year 2003 and 2004, DHCD utilized a new workplan planning and reporting process for Scholarship Project grantees based on three specific self-sufficiency related

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ROMA outcomes regarding employment, earnings, GED and post-secondary education. DHCD is currently evaluating the CSBG Scholarships Program. DHCD shall continue its effort in providing CSBG scholarships to low income people during fiscal years 2007 – 2008. A total of \$125,000 has been set-aside for the scholarship program to be implemented during the current fiscal year.

Information Technology

DHCD has mandated electronic transfer of data with the following two goals in mind: (1) accountability and data verification; and (2) process automation and paperless transactions.

This new process of collecting data from CAAs has greatly improved DHCD's data analysis and reporting capacity; with a hope that future enhancements to this system will further improve reporting and verification of CAA data. During fiscal year 2006 and 2007, DHCD will implement the following goals:

- To further improve the DHCD – CAA E-Government Network to allow seamless online submission of CSBG Annual Application, Semi-Annual and Annual Program Progress Report, and the year-end CSBG Information System Survey;
- To encourage the use of existing Information Technology at the local levels to further automate the use of the 12 National Indicators for planning and reporting;
- To provide CAAs with application training and technical assistance consistent with the existing system and all upgrades and enhancements; and
- To continue to provide in-house training for DHCD staff to be better able to understand changes in the DHCD – CAA E-Government Network.

COORDINATION AND LEVERAGING OF OTHER FUNDING AT STATE LEVEL [42 USC 9908 (b)(5), 42 USC 9908 (b)(6), 42 USC 9908 (b)(9)]

1. DHCD ensures coordination, linkage, and partnership between the CSBG program and other entities by active participation on numerous boards, including, but not limited to the State Mental Health Planning Council, Commonwealth Coordinating Committee to: Support Families, Schools, and Community Collaboration. DHCD is also seated on the three regional boards of the Emergency Food and Shelter Program operated by the United Way and the MASSCAP Information Technology (IT) Committee. In addition, DHCD has a sound relationship with MASSCAP, the State Association representing CSBG grantees. Meetings are often coordinated

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between MASSCAP and various DHCD representatives so that information may be shared concerning a variety of issues concerning low-income individuals.

2. The Department of Labor and Workforce Development (DLWD) was designated by former Governor Cellucci as the agency responsible for implementing the Workforce Investment Act (WIA). To assure collaboration by the many partnering agencies included in the Act, in the fall of 1998 DLWD convened a group of state workforce development agencies to begin discussions focused on implementing WIA in Massachusetts. Although DHCD did not actively participate in the development of the Massachusetts Unified State Plan, DHCD reviewed the draft plan and met on a number of occasions with representatives of DLWD. DHCD also met with MASSCAP to discuss their ongoing role in participating on a number of the nine sub-committees created to address a range of issues effecting the implementation of WIA. Also, former Governor Cellucci appointed a MassCAP representative to the State Workforce Investment Board. Massachusetts is integrating and coordinating its workforce development system. In Massachusetts - and nationally - the limited engagement between Community Action Agencies and state and regional workforce development systems represents a major lost opportunity in the creation of an effective self-sufficiency continuum. While many Community Action Agencies across the country provide leading-edge programs in worker education and training, in too many localities the CAA network is not systematically or fully integrated with the institutions and services established through the Federal Workforce Investment Act. In some respects, the relationship between these entities mirrors the larger obstacles and opportunities nationally. DHCD shall continue to work to ensure greater participation and coordination of CSBG programs in the areas of work force development.
3. DHCD shall make every effort to identify other available state funding sources for the community services network.

ADMINISTRATIVE CERTIFICATIONS

Certification Regarding Environmental Tobacco Smoke

In accordance with Public Law 103-227, Part C - Environmental Tobacco Smoke, also known as the Pro-Children Act of 1994 (Act), the Department shall require that smoking not be permitted in any portion of any indoor facility owned or leased or contracted for by an entity and used routinely or regularly for the provision of health, day care, education, or library services to children under the age of 18 if the services are funded by Federal programs either directly or through States or local governmental by Federal grant, contract, loan or loan guarantee.

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Certification Regarding Lobbying

No federal appropriated funds have been paid or will be paid by or on behalf of the undersigned, to any person for influencing or attempting to influence an officer or employee of any agency, a Member of Congress, an officer or employee of Congress, or an employee of a Member of Congress in connection with the awarding of any Federal contract, the making of any Federal grant, the making of any Federal loan, the entering into of any cooperative agreement, and the extension, continuation, renewal, amendment, or modification of any Federal contract, grant, loan, or cooperative agreement.

If any funds other than Federal appropriated funds have been paid or will be paid to any person for influencing or attempting to influence an officer or employee of any agency, a Member of Congress, an officer or employee of Congress, or an employee of a Member of Congress in connection with this Federal contract, grant, loan, or cooperative agreement, the undersigned shall complete and submit Standard Form LLL, "Disclosure Form to Report Lobbying," in accordance with its instructions.

The undersigned shall require that the language of this certification be included in the award documents for all subawards at all tiers (including subcontracts, subgrants, and contracts under grants, loans, and cooperative agreements) and that all subrecipients shall certify and disclose accordingly.

This certification is a material representative of fact upon which reliance was placed when this transaction was made or entered into. Submission of this certification is a prerequisite for making or entering into this transaction imposed by Section 1352, Title 31 of the U.S. Code as implemented at 45 CFR Part 93. Any person who fails to file the required certification shall be subject to a civil penalty of not less than \$10,000 and not more than \$100,000 for each such failure.

Statement for Loan Guarantees and Loan Insurance:

The undersigned states, to the best of his or her knowledge and belief, that:

If any funds have been paid or will be paid to any person for influencing or attempting to influence an officer or employee of any agency, a Member of Congress, an officer or employee of congress, or an employee of a Member of Congress in connection with this commitment providing for the United States to insure or guarantee a loan, the undersigned shall complete and submit Standard Form LLL "Disclosure Forms to Report Lobbying," in accordance with its instructions.

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Certification Regarding Debarment, Suspension, and Other Responsibility Matters Primary Covered Transactions

The Commonwealth of Massachusetts, by signing and submitting this CSBG State Plan and Application, certifies to the federal government that it agrees to comply with the assurances set out below:

- (a) The inability of a person to provide the certification required below will not necessarily result in denial of participation in the covered transaction. If necessary, the Commonwealth of Massachusetts shall submit an explanation of why it cannot provide the certification. The certification or explanation will be considered in connection with HHS's determination whether to enter into the transaction. However, a failure of the Commonwealth of Massachusetts to furnish a certification or explanation shall disqualify such person from participation in the transaction.
- (b) The certification in this clause is a material representation of fact upon which reliance was placed when the U. S. Department of Health and Human Services determined that the Commonwealth of Massachusetts knowingly rendered an erroneous certification, in addition to other remedies available to federal government, HHS may terminate this transaction for cause or default.
- (c) The Commonwealth of Massachusetts shall provide immediate written notice to the agency to which this Plan is submitted if at any time the Commonwealth of Massachusetts learns that its certification was erroneous when submitted or has become erroneous by reason of changed circumstances.
- (d) The terms "covered transaction," "debarred," "suspended," "ineligible," "person," "primary covered transaction," "principal," "proposal," and "voluntarily excluded," as used in this clause, have the meanings set out in the Definitions and Coverage sections of the rules implementing Executive Order 12549 implemented at 45 CFR Part 76.
- (e) The Commonwealth of Massachusetts agrees by submitting this Plan that, should the proposed covered transaction be entered into, it shall not knowingly enter into any lower tier covered transaction with a person who is debarred, suspended, declared ineligible, or voluntarily excluded from participation in this covered transaction, unless authorized by HHS.
- (f) The Commonwealth of Massachusetts further agrees by submitting this Plan that it shall include the clause titled "Certification Regarding Debarment, Suspension, Ineligibility and Voluntary Exclusion - Lower Tier Covered Transactions," provided by

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HHS, without modification, in all lower tier covered transactions and in all solicitations for lower tier covered transactions.

- (g) A participant in a covered transaction may rely upon a certification of a prospective participant in a lower tier covered transaction that it is not debarred, suspended, ineligible, or voluntarily excluded from the covered transaction, unless it knows that the certification is erroneous. A participant may decide the method and frequency by which it determines the eligibility of its principals. Each participant may, but is not required to, check the Non-procurement List (of excluded parties).
- (h) Nothing contained in the foregoing shall be construed to require establishment of a system of records in order to render in good faith the certification required by this clause. The knowledge and information of a participant is not required to exceed that which is normally possessed by a prudent person in the ordinary course of business dealings.
- (i) Except for transactions authorized under paragraph (e) of these instructions, if a participant in a covered transaction knowingly enters into a lower tier covered transaction with a person who is suspended, debarred, ineligible, or voluntarily excluded from participation in this transaction, in addition to other remedies available to the federal government, HHS may terminate this transaction for cause or default.
- (1) The Commonwealth of Massachusetts certifies to the best of its knowledge and belief, that it and its principals:
 - (a) are not presently debarred, suspended, proposed for debarment, declared ineligible, or voluntarily excluded from covered transactions by any federal department or agency;
 - (b) have not within a 3-year period preceding this Plan been convicted of or had a civil judgment rendered against them for commission of fraud or a criminal offense in connection with obtaining, attempting to obtain, or performing a public (federal, state or local) transaction or contract under public transaction; violation of federal or state antitrust statutes or commission of embezzlement, theft, forgery, bribery, falsification or destruction of records, making false statements, or receiving stolen property;
 - (c) are not presently indicted or otherwise criminally or civilly charged by a governmental entity (federal, state or local) with commission of any of the offenses enumerated in paragraph (1) (b) of this certification; and

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- (d) have not within a 3-year period preceding this Plan had one or more public transactions (federal, state or local) terminated for cause or default.
- (2) Where the Commonwealth of Massachusetts is unable to certify to any of the statements in this certification, the Commonwealth of Massachusetts shall attach an explanation to this Plan.

Drug-Free Workplace Act Certification

The Commonwealth of Massachusetts, by submitting this CSBG State Plan and Application, is providing the certification set out below which requires, by regulations, the implementation of the Drug-Free Workplace Act of 1988, 45 CFR Par 76, Subpart F. The regulations, published in the May 25, 1990 Federal Register, require certification by grantees that they will maintain a drug-free workplace. The certification set out below is a material fact upon which reliance will be placed when the U. S. Department of Health and Human Services determines to award the grant. If it is later determined that the grantee knowingly rendered a false certification, or otherwise violated the requirement of the Drug-Free Workplace Act, the U. S. Department of Health and Human Services, in addition to any other remedies available to the federal government, may take action authorized under the Drug-Free Workplace Act. False certifications shall be grounds for suspension of payments, suspension or termination of grants, or government-wide suspension or debarment.

Workplaces under grants, for grantees other than individuals, need not be identified on the certification. If known, they may be identified in the grant application. If the grantee does not identify the workplaces at the time of application, or upon award, once workplaces are identified, the grantee must keep the identity of the workplace(s) on file in its office and make the information available for federal inspection. Failure to identify all known workplaces constitutes a violation of the grantee's drug-free workplace requirements.

Workplace identifications must include the actual address of buildings (or parts of buildings) or other sites where work under the grant takes place. Categorical descriptions may be used (e.g., all vehicles of a mass transit authority or state highway department while in operation, state employees in each local unemployment office, performers in concerts hall or radio studios).

If the workplace identified to the HHS during the performance of the grant, the grantee shall inform the agency of the change(s), if it previously identified the workplaces in questions (see above).

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Definitions of terms in the Nonprocurement Suspension and Debarment common rule and Drug-Free Workplace common rule apply to this certification. Grantees' attention is called, in particular, to the following definitions from these rules:

"Controlled substance" means a controlled substance in Schedule I through V of the Controlled Substance Act (21 USC. 812) and as further defined by regulation (21 CFR 1308.11 through 1308.15).

"Conviction" means a finding of guilt (including a plea of nolo contendere) or imposition of sentence, or both, by any judicial body charged with the responsibility to determine violations of the federal or state criminal drug statutes;

"Criminal drug statute" means a Federal or non-federal or state criminal drug statute involving the manufacture, distribution, dispensing, use, or possession of any controlled substance;

"Employee" means the employee of a grantee directly engaged in the performance of work under a grant, including: (i) All "direct charge" employees; (ii) temporary personnel and consultants who are directly engaged in the performance of work under the grant and who are on the grantee's payroll. This definition does not include workers not on the payroll of the grantee (e.g., volunteers, even if used to meet a matching requirement; consultants or independent contractors not on the grantee's payroll; or employees of subrecipients of subcontractors in covered workplaces).

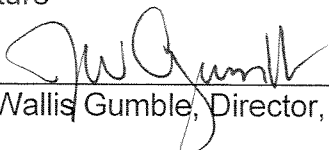
The Commonwealth of Massachusetts certifies that it shall continue to provide a drug-free workplace by:

- (a) publishing a statement notifying employees that the unlawful manufacture, distribution, dispensation, possession, or use of a controlled substance is prohibited in the grantee's workplace and specifying that actions that will be taken against employees for violation of such prohibition;
- (b) establishing an on-going drug-free awareness program to inform grantees about:
 - (1) the dangers of drug abuse in the workplace;
 - (2) the state's policy for maintaining a drug-free workplace;
 - (3) any available drug counseling, rehabilitation, and employee assistance programs;
 - and

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- (4) the penalties that may be imposed upon employees for drug abuse violations occurring in the workplace;
- (c) making it a requirement that employees to be engaged in the performance of the grant be given a copy of the statement required by subparagraph (a);
- (d) notifying the employee and grantee in the statement required by subparagraph (a) that, as a condition of employment under the grant, the employee will:
 - (1) abide by the terms of the statement; and
 - (2) notify the employer in writing of his or her conviction for a violation of a criminal drug statute occurring in the workplace no later than five (5) calendar days after such conviction;
- (e) notifying the agency in writing, within ten (10) calendar days after receiving notice under subparagraph (d)(2) from an employee or otherwise receiving actual notice of such conviction. Employers of convicted employees must provide notice, including position title, to every grant officer or other designee on whose grant activity the convicted employee was working, unless the federal agency has designated a central point for the receipt of such notices. Notice shall include the identification number(s) of each affected grant;
- (f) taking one of the following actions within thirty (30) calendar days of receiving notice under subparagraph (d)(2), with respect to any employee who is convicted:
 - (1) taking appropriate personnel action against such an employee, up to and including termination, consistent with the requirements of the Rehabilitation Act of 1973, as amended; or
 - (2) requiring such employee to participate satisfactorily in a drug abuse assistance or rehabilitation program approved for such purposes by a federal, state, or local health, law enforcement, or other appropriate agency;
- (g) making a good faith effort to continue to maintain a drug-free workplace through the implementation of paragraphs (a), (b), (c), (d), (e), and (f).

Signature


Jane Wallis Gumble, Director, DHCD

Date: August 30, 2006

Grant Number: 93.569 (CFDA #)

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(2) ANNUAL REPORT

A copy of the Fiscal Year 2005 CSBG Information System Survey Report was submitted to the National Association for State Community Services Programs (NASCSPP) with the established deadline of March 31, 2006 for purpose of reporting to the U.S. Dept. of Health and Human Services. Reports for the upcoming fiscal years will be submitted within the deadline as well.

Each year, DHCD also publishes a CSBG Performance Report, highlighting information presented in the Information System Survey. The report usually includes:

- DHCD's organizational and program profiles.
- A report on the implementation of Results Oriented Management and Accountability (ROMA) in Massachusetts, including training and technical assistance initiatives.
- Quantitative analyses of clients served in Massachusetts including the total number of clients served statewide, breakout of number of clients served by service category, and demographic characteristics of clients such as, gender, age, race, education, family structure, income sources, income level, and housing status.
- A report on the National Indicators.
- Anecdotal evidence of clients achieving self-sufficiency and innovative programs.
- CAA coordination of CSBG funding from other federal and non-federal sources.
- An accounting of funds received through CSBG and other federal and non-federal sources.

A copy of the most recent CSBG Performance Measure Report is included in the Appendices.

VI. APPENDICES

- State Legislation - The Massachusetts Economic Opportunity Act of 1984
- 760 CMR 29.00 DHCD/CSBG Regulations
- Department of Housing and Community Development - Organizational Structure
- CAA Address List
- Notice of DHCD FY 2007 and 2008 CSBG Public Hearing
- Performance Measure Report